

LEGISLATIVE COMMITTEE ON NEW LICENSING BOARDS

Assessment Report for

Manicurists

Senate Bill 237 Senate Bill 916



LEGISLATIVE COMMITTEE ON NEW LICENSING BOARDS

May 19, 1997

The Legislative Committee on New Licensing Boards is pleased to release this assessment report on the licensing of manicurists. This report constitutes both the preliminary and final assessment report.

Representative Frank Mitchell, Chairman

Prepared by:

Linwood Jones, Counsel

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LEGISLATIVE COMMITTEE ON NEW LICENSING BOARDS

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PREFACE

The Legislative Committee on New Licensing Boards is a 9-member joint committee of the House and Senate created and governed by statute (Article 18A of Chapter 120 of the General Statutes). The primary purpose of the Committee is to evaluate the need for a new licensing board or the proposed licensing of previously unregulated practitioners by an existing board. The Committee has been in existence since 1985.

The Committee solicits written and oral testimony on each licensing proposal in carrying out its duty to determine whether the proposal meets the following criteria:

- (1) Whether the unregulated practice of the profession can substantially endanger the public health, safety, or welfare, and whether the potential for such harm is recognizable and not remote or dependent upon tenuous argument.
- (2) Whether the profession possesses qualities that distinguish it from ordinary labor.
- (3) Whether practice of the profession requires specialized skill or training.
- (4) Whether a substantial majority of the public has the knowledge or experience to evaluate the practitioner's competence.
 - (5) Whether the public can effectively be protected by other means.
- (6) Whether licensure would have a substantial adverse economic impact upon consumers of the practitioner's good or services.

The Committee issues an assessment report on its findings and recommendations. The recommendation in the report is not binding on other committees considering the proposal.

Manicurists

Currently, the North Carolina Board of Cosmetic Arts Examiners regulates cosmetologists practicing in this State. The Board also regulates manicurists that practice in cosmetic art shops. However, it does not currently have the statutory authority to regulate manicurists who work outside of cosmetic art shops. Nail shops, for example, where no cosmetic arts are practiced, are beyond the regulatory control of the Board of Cosmetic Arts.

The Board estimates that of the approximately 6,000 manicurists in the State, about one-half are regulated and one-half are not. (The proposed expansion of the Board's regulatory authority over the half that are not now regulated triggered the review jurisdiction of the Legislative Committee on New Licensing Boards). The Board is unable to estimate the number of patrons of manicuring services. Under Senate Bill 237 and Senate Bill 916, all manicurists would be required to be licensed. The Board indicates that 44 states require all of their manicurists to be licensed. Senate Bill 237 would require all manicurists to meet the current licensure standards: 150 hours of schooling and passage of the Board examination. Senate Bill 916, which is a comprehensive rewrite of the cosmetology laws, would require 300 hours of schooling and passage of the examination for all manicurists.

The Board's lack of jurisdiction over non-cosmetic art shops means that it cannot inspect their premises to ensure that they are sanitary, nor can it ensure that the manicurists are trained to prevent the spread of disease. The sponsor cites an instance in which a nail salon was closed down due to the spread of hepatitis among the patrons and notes that "unsanitary conditions prevail in many unlicensed salons." The sponsor also points out that manicurists work with a number of instruments that can potentially spread fungal or other diseases from one patron to another as well as instruments such as electric files that can injure patrons.

The Legislative Committee on New Licensing Boards finds that the sponsors have met the six statutory criteria by which the Committee judges licensure proposals, as follows:

- (1) The unregulated practice of the profession can substantially harm or endanger the public health, safety, or welfare, and the potential for such harm is recognizable and not remote nor dependent upon tenuous argument.
- (2) The practice of the profession possesses qualities that distinguish it from ordinary labor.
- (3) The practice of the profession requires specialized skill and training.
- (4) A substantial majority of the public does not have the knowledge or experience to evaluate the practitioner's competence.

- (5) The public cannot be effectively protected by other means.
- (6) Licensure would not have a substantial adverse economic impact upon consumers.

The Legislative Committee on New Licensing Boards recommends the licensing of all manicurists. This assessment report constitutes both the preliminary and the final assessment report for the licensing of manicurists. The report is based on the proposed licensing of manicurists as set out in Senate Bill 237 and Senate Bill 916, the response to the Committee's questionnaire (attached), and testimony before the Committee on May 12, 1997.

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MANICURISTS

To Whom It May Concorn

The following promers are in response to the memorandum presented to us by the borth Carolina legislative Committee concerning New Licerally Buards, we have this information will help in our sincore effort to protect the public from any further presed of disease due to lack of state regulation of our profession.

- 1) The North Carolina State Board of Cosmetology presently supervises a mandatory licensing program to mail technicians who practice in licensed beauty salons. These praintitioners are required to sacs a formal training congress and page a state exam which includes written, or setical and cral components. Practitioners operating outside a beauty salon have no requirements or supervision. These prantitioners can operate without rules and requiations for samitizing confenents used in the application of maniciping and pedice ing services () the consumer. This practice is a detribent to the healof the interpetting componer. Book foods can easily be transference from consumer to consider without Proper sanitizin - Papirossots being followed: These practititiers have not been trained to Tollow these procedures and without proper confroitivem a health board or literating board, diseases can equi: he spread.
- 7) Many compleints from consumers have been made. These considers promplete that they are given a false seven of security that the logistificaer they have chosen are licensed because they see a local "provilege license" handing on the wall of the ealer. The consumer assumes that because there is a lipense on the Wall the technician hat pashed licensing requirements given by the state, and that proper capitizing rules are being followed. These consumers have experienced extreme Pain due to the untrained use of electric sizes and other implements used. These practitioners are not trained properly to use the equipment medessa y to preform artificial mail enhancers. They are caing these electric files directly on natural mails and are destroying the nail beg and drawing blood. Some of these clients mails have been fired so thin that they are breeding under the artificial mail onharcers.
- 3) In Jackscrwille North Carolina the pail saion had to be closed nown due to the spread of hepatitis to thoir consumers threatieary conditions present in most if not

all of these unlikensed balons. Consumers are contacting a nail fungionation enters the blood stream and can cause a scripus illness.

- 4) Of course there is potential for substantial harm and danger. It is possible that as much or note harm can come to the consumer by an untraised half provider as an untrained commotologist. Anyone who comes in physical contact with another individual involving the use of implements such as thesis, clippers, rippers or files have the potential to damage the consumer if not used properly. Danger can be recognized by damage to the consumers nails and the spread of fungi causing the natural heil to separate entirely from the nail bed.
- 5) Yes, for example New York State grandfathered is nail technicians with proof that they had practiced the profession for at least five (5) years. These technicians had to produce copies of at least five (5) years of Federal and State Income tax forms. Upon receiving this information, the State Shard allowed those individuals to take the same written, orel and practical test that is given to practitioners after completing their formal education to the Yield.
- 6) The public will be assured of compotent services and will be less likely to suffer from damage and disease which could result in expensive medical treatment.
- 7) There will be no economic disadvantage of licensins to the public. There is adequate competition to control prices. If licensing is not required there will continue to be the spread of disease to the public.
- 8) With proper training and aupervision, practitioners will be able to work in beauty salons and other licensed public establishments rather than their homes or inferior store fronts. This will enable them to provide quality service in a more rooust income producing environment.
- 9) After initial training and licensing modedures there will be no economic disadvantage of becoming licensed. There can only be positive advantages of becoming licensed to the prestitioner and the consumer.
- 10) It is clear that conting, filing, drilling and grinding by an untrained professional in an unsatitary environment can because serious mail damage and create the hazard of transmitting infectious diseases to the consumer. Schools are plantiful and licensure is readily available to prospective practitioners. There will be no might cost to the public.
- 11) Bacteriology, manifestion, recognition of mail diseases

and discrears, unspec bundling of blood spirts, safety precautions, proper use of implements in manipuling, a pedicuring, and the application of actificial sail combances, correctly.

- 12) As licented that ited oxil rechnicishs we have hands on contact with the bursh body, therefore if not properly trained, there is the possibility of olleases being spread among the public.
- 13) Yes, the licensing requirements will cover all practitioners of the profession: There will be no exemption.
- 14) In North Carolina, there are over 2,805 licensed manicurists andounted for. There are at least two (2) unlicensed, untrained people practicing in this profession to every one (1) licensed manicurist. There is no real way to estimate how many people utilize these services.
- 15) When the sublic sees the centified maniculist license issued is the borth denoting State Hoard of Ocemetic Art, they chould feel assured that they are receiving proper and senitary services.
- 16) Yes, there is an extablished code of echics among our group. The ethics that are expected of our profession is the reset thing we are taken' in school. As proport there is no mandatory number of continuing education boars sequential per year, many professionals are involved in continuing education programs, many are not. There should be a mandatory number of pours per year of continuing education that a professional hail technicism recoives for the safety and wolfsre of the consumer.

Respectfully formulted to

Vera T. Cindley Licensed Manicusiate 919-636-8414 Topo

406 Fine Crest Load New Bern, hareh Carolina 20562

Manicurist association seeks tighter regulation of profession

KEITH VAN WAGNER

HAVELOCK NEWS

"This should have been done a long time ago," said Mary Villanueva, owner of Sassy Nails in Havelock speaking of the inaugural meeting of the newly formed, tentatively titled Association of Certified Nail Technicions,

The group numbering close to thirty and representing manicurists from all over custern North Carolina, met in New Bern last Monday to voice their concerns on the current state of regulation in the nail industry.

Villanueva, along with three other organizers of the meeting. Vera Lindway, Gracic Welker, and Debbie Davis, are worsed the lack of extensive reputations by the North Carolina Board of Cosmetic, Arts allow the public consed, and potentially dangerous, nall technicians to operate.

"Our first priority," said Villanueva, "is the safety of our clients."

Neil technicians, in the care for and creation of sculptured nails, use more sophisticated equipment than most in the general public may be aware of. Drills for the cutting and fitting of the nail, sanders, and caustic chemicals are everyday tools used by manicurists sculpting nails

According to Kitty Pierre, an instructor at the Craven Community College School of Cosmotology, and a member of the Hourd of Cosmoto Arts, health concerns in the handling of nails is a very sectous concern.

Improper use of nail sculpting implements can emise, among other things, unit burns, braised nail plates, and loss of the nail due to fungus forming under the nail.

Villanueva said that infectious diseases like hepatitis and even AIDS could be spread through the implements if not sanitized properly.

At the meeting of the Association of Certified Nail Technicians, Lindway and other professionals discussed plans for a petition drive to lobby the state for tighter regulations. It is Villanueva's hope to have the petitions completed by November to present to State Senator Beverly Perdue (D-Craven).

For years we have been in good competition with ourselves," said Lindway. "But now that's changed," referring to the increase in the area's unicensed nail technicians and her hope of creating a professional association.

According to Pierre, who supports the licensing of nail technicians, the NC State Board of Cosmette Aris has tried in the past to get legislation passed regarding manieurists, without success.

"I think the Legislature thought it was just pressing on nails," said Pierre. "But its much more advanced than that everyone uses sanders and drills."

William Gillam, who drove from Jacksonville where he is the owner of Hair and Nail Solutions, offered his assessment of the need for legislation in the nail industry and the forthcoming petition drive.

"Our concern is a healthy environment," said Gillam. "Its a shame we have to go through this to get it done."

The group plans to meet again on August 14.



3-20-97 To whom it imay concern, a half months ago of hal soulptimes mails but on my nails Shortly after of ploticed something the soulptimed mails and still the dark areen discolutation was on my hails along with an indentation in my I mail. It was so gross to book at and I was so depressed at how people made so much over it no realter where of went. al went loack to "See Walls and asked for help, she was unconcerned and affered me no assistance. I pleaded with her to tell me what was happening with my mail. At that time I learned it was an unlicensed shop and so were the people doing the mails , I then went to, another strop to have my mails done but they would not do them, because at a fungues they sould was growing by my naid.

after being epislamed the full extent of my problem, I do

understand hory important it.

dealing with such dangerous chemidals and such to worke on my nails without being proposedly trained and examined that sendent my experience that se we had, wint there anything we can do to get these sokeple trained luj, and than caused me such great distress of will, meet go the, any shop which is next discussed by the state, desnetally department of whower is supposed to issue these hereses Thate for borden.

North Carolina State Board of Cosmetalogy



To Whom It May Concern:

Listed below are the types of licenses issued by this agency.

License Type	Total Issued	License Year
School	117.	94-95
Cosmetology	48,485	92-95
Apprentice	1,187	94-95
Manicurist	2,895	94-95
Teacher	779	94-96
Salon	12,511	95

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GROVE TOWERS FIFTH FLOOR 1110 NAVAHO DRIVE RALEIGH, NORTH CAROLINA 27869 (819) 850-2783 in the pack, the Corth Corth Corth of emetter Art Heard cap tried to no avail to get legislature concided to cover the services of all noticestablishments and all nail pervices and protect the friegalty of our pervices. Realizing we must adhere to a free earlief standard, the consumer is entitled to had expects all businesses to minimize the same etc. best under the turisdiction of the North Carolina Cosmitice Art Possil and at the conscission. It is requested that an amendment be parced to protect the components heath, exists, and sulfare as well as protect the integrity of our cervices. We want all businesses to be required to maintain complete, current, and appropriate standards so that the consumer knows they are guilled a convict endorsee and regulated by the North Carolina Cosmetics Art

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Regarding the issue of FB relative to energy boards.

Center for Disease Control (C.D.C.) - Dr. Storn, Atlanta, GA.

Myosh Infectious Disease Center (Division of C.D.C.) - Dr. L. Maron

To quote Dr. Linda Martin, "Finery boards are not a problem with TB. There is an article in Goodhousekeeping Magazine regarding TB in half salons. The article is false. Myosh is going to contradict said article."

Dr. Martin also stated that T.B. is an air handling organism - exhale, inhale. Many immigrants carry T.B. Many immigrants do nails. This is where the problem exists. Find quote.

The following are quotes from The American Lung Association. "Tuberculosis is spread from person to person through the air. When people with T.B. in their lungs or throat cough, sneeze, sing or even talk, the germs that cause T.B. may be spread into the air. If mostice person breathes in these germs there is a chance they may become infected with tuberculosis."

"It is not easy to become infected with toberculosis. Usually a person has to be close to someone with T.B. for a long period of time. T.B. is usually spread between family members, close friends and people who work or live together. T.B. is spread most easily in closed spaces over a long period of time."

"T.B. is back with a vengeance. New cases rose precipitously last year. New York City 38%; Texas, 17%; California, 16%; nationwide, 10%."

How emery boards equate into the airborne disease appears political. Emery boards are not carriers - people are carriers. Apparently some has created for gain, as it applies to T.B., a problem to deal with this problem from the wrong direction.

We, through Myosh will contact the states and set the issue straight. Perhaps masks should be mandatory. We are seeking preventative measures such as requiring all Nail Technicians to be moculated or tested to crase TB.

Sincercly,

James Rodolph Board

WALL CAPE

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Deauvanswers sali-havens

New legislation is helping to bring salem health hazards under control

courty should in our taking points but not technique them at least not so mach it to represent softening (suittle stiffeting camping). It was toomt. Over the past few yours described to exposure or potential harm from assentially he softy pointizes him some people than the exposured to make make feature some people than skin radicate contiguous datas so Sidens and the revenuescentials now responding to these feats with new procedures to ensure that allowyone complexion, the salon door is Chain. I Red Fire took on a glowarp complexion.

"It's surprising that chants have taken so long to acknowledge the tasks involved in plane to a salon," onto here. York demonstalonest Deborah S. Sarnott, "People were valount being exposed to discuss a doctors," and demised offices so takes don't think twice about a total stranger using a razon at a salon." While the Centus for Discuss Control and Prevention in Atlanta have non-reported cases of HIV or legaritis B transmission resulting from a colon visal they do acknowledge that the risk prists reposaling that the rese of largoritis B transmission between control in establishments offer agracion, entre, tattoong and cat piercing. "I don't see why you couldn't comment HIV at a salon't say, Sannott, "All it takes is an entry point. Which could be created by something as seeppongly harraless, as a cutol, pusher,"

Despite health threats, salous have been slow to change their ways, particularly in the \$8 billion nail industry where count turnover is high and a squirt of \$60 breeze often stands in for real precautions. "Nails and skin controlles after after manacus count performs." says \$armoi, "Foften see infl. ethors manifestime in yellow is precaush rail discoporation from bacteria as well as vest infections, thingus, feel sourced by blades, and contapious wants." Subarquaddons do not stop at mails, however, Facuals a well an extent threats ones another threat, particularly whom an aestherica or not only reasones bady iluid but breaks the

skin covering open soles that are valuerable to germs and bacteria. Redport ke such as exporone serabs, and waxing can also create sensitive skin but of nacroscopic cuts that provide a perfect breeding ground for infection. "Perhaps the most potentially dangerous treatment though is circuitylsis," says Sarnoff, "Being pricked by nestless bundreds of times is almost like mild surgery. The probes used most be called disposable or sterifized after each client."

One person salon santary conditions vary in quality is that govern ment regulations to salons change from state to state and have traditionally reconfucily lay. In July 1994, however, New York became one of the first states to amend us existing health regulations. Among these extensive roles is the problemed use of "Credo" knives during pedicures and the use of emery boards on more than one person. All implements that do not penetrate the skin must be soaked in an Environmental Protection Agency capturoved hospital grade disinfectant for a minimum of terminate. Any implements that do penetrate the skin or enter pores must be governable, sterilized by an autoclave, or soaked for no less than to also use a liquid sterilized by an autoclave, or soaked for no less than

s consumer fears increase, other states are sincto follow with similar regulations, and in the meanture: salon professionals are initiating their own safety systems, has produced the Blue Guard System: a three-step program that includes a surface of shafed and samilzer and a surpical-quality skin scrub. In L.A. and New York it sall the rage for clients to tote personal tool kits to the mat salonest have ones kept on file for them. At Manhattan's Kim Lepine salone regular clients have assigned drawers to hold their personal tools, (Grent kits to check out include those by OPI and Tweezerman. Star Nail's Client Guard kit even contains a client card so that a tectotic indican can keep a customer's vital stats and nail history. It man-

ioure FP chart, if you will.) Aved a trained as theticians around the country wear vinyl gloves (larey breaks down in oils) during facials and body scrubs and wrap soutized cotton squares three times around their gloves during come done extraction. Annie Avanian, a Beverly Hills aesthetician, has taken the safe facial one step further, developing a plastic blemish extractor that clients can take to their facialists and toss out at the end of their treatments.

Until salons are thoroughly policed, though, a little common sense on the part of the eltents never horr. "A salon should spiakle," says Arnold, "If it doesn't look or smalled an, it probably isn't. And signs of education are essential technicians should be able to tell you exactly what they are using and why. If they can't, run," ANNEWENTEACH

yogue beauty ▶88



American Shave Syou?

The implifies B and C viruses are more common and control processing than AIDS. There are minerate reported to scarring of the liver or even as a control bank to scarring of the liver or even as a control bank to infected blood or body fluids the many control bank to infected blood or body fluids the many control bank to infected blood or body fluids the many control bank to the liver on any the control bank to the liver of any than a control bank to the liver of any the liver of t



North Carolina State Board of Cosmetology



April 25, 1997

TO:

Legislative Committee on New Licensing Boards

FROM:

Douglas H. Van Essen

Executive Secretary

SUBJECT:

Questionnaire (Manicurists)

As requested, here are our responses to your questionnaire as they pertain to manicurists:

Douglas H. Van Essen

1. In what ways has the marketplace failed to regulate adequately the profession or occupation?

The Board currently regulates only those manicurists practicing in licensed cosmetic art shops. Licensed manicurists are required to complete a Board approved training program and then pass an examination (written and practical) conducted by the Board. However, manicurists working outside a licensed cosmetic art shop are exempted from any State licensing requirement. These manicurists are allowed to operate in unlicensed nail salons, exempt from any sanitation or training requirements. This puts the consumer at great risk. Most consumers are simply unclear about State licensing procedures. They use nail salons with the belief that salon employees are properly trained and licensed in their field. Without following proper sanitation requirements, bodily fluids could be easily transferred between unsuspecting customers, thus enhancing the spread of disease. The Cosmetic Arts Board has approved training and inspection programs in place to prevent this situation from happening.

2. Have there been any complaints about the unregulated profession or occupation?

The Board has received numerous complaints about unlicensed manicurists over the last few years. The most frequent complaint comes from individuals being given a false sense of security that the manicurist in question is licensed, because of a business privilege license posted in the shop. Consumers feel that the privilege license ensures trained personnel following State sanitation requirements. This is not the case. The result is a consumer experiencing extreme pain due to the untrained use of electric drills, files, and other implements. These "manicurists" are not trained to properly utilize equipment used to perform artificial nail enhancement. Consequently, electric files are being used directly on natural nails and are destroying the nail bed and drawing blood. A few clients

are even getting their nails filed so thin that they are actually bleeding under the artificial nail enhancers.

3. In what ways has the public health, safety, or welfare sustained harm or is in imminent danger of harm because of the lack of state regulation?

In Jacksonville, a nail salon had to be closed down due to the spread of hepatitis to their customers. Unsanitary conditions prevail in many unlicensed salons. This can aid the spread of nail fungi into an individual's bloodstream, resulting in serious illness.

4. Is there potential for substantial harm or danger by the profession or occupation to the public health, safety, or welfare? How can this potential for substantial harm or danger be recognized?

Without a doubt! It is certainly possible that a consumer could be harmed by an untrained manicurist. Anyone who comes in physical contact with another individual through the use of implements such as clippers, nippers, or files has the potential to be harmed if those items are not used properly. The potential for substantial harm can be readily recognized by visual damage to a consumer's nails and from the natural nail separation from the nail bed as a result of fungi.

5. Has the potential harm or danger to the public been recognized by other states or the federal government through the licensing or certification process?

Currently 44 states and the District of Columbia license all manicurists within their state. Most recently, New York State began licensing manicurists who provided proof that they had practiced in the profession for at least 5 years, using tax documentation as proof. Following submission of acceptable proof, an applicant is then allowed to take the written and practical examination. Upon passage of that examination, the applicant is licensed without having to satisfy published training requirements.

6. What will be the economic advantage of licensing to the public?

No economic advantage gained, but public health protection will be strongly enhanced.

7. What will be the economic disadvantage of licensing to the public?

No economic disadvantage noted.

8. What will be the economic advantages of licensing to the practitioners?

Properly trained and licensed manicurists and manicuring shops will no longer have the unfair competition posed by unlicensed individuals or shops. However, the key point continues to be public health protection.

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9. What will be the economic disadvantages of licensing to the practitioners?

No economic disadvantages noted as a fair level of competition will be achieved for all practitioners.

10. Please give other potential benefits to the public of licensing that outweigh the potential harmful effects of licensure such as a decrease in the availability of practitioners and higher cost to the public.

The public will benefit from services by a trained professional in a sanitary environment. No significant increase in cost to the public is expected, due to fair competition between shops.

11. Please detail the specific specialized skills or training that distinguish the occupation or profession from ordinary labor.

Specialized skills of the manicurist include bacteriology, sanitation, recognition of nail diseases and disorders, proper handling of blood spills, safety precautions, proper use of manicuring implements, pedicures, and the proper application of artificial nail enhancers.

12. What are the other qualities of the profession or occupation that distinguish it from ordinary labor?

Manicurists make physical contact with their customers, therefore it is imperative that they be properly trained in their profession to prevent the spread of disease.

13. Will licensing requirements cover all practicing members of the occupation or profession?

Yes, manicurists working outside of a cosmetic art shop will no longer be exempted.

14. What is the approximate number of persons who will be regulated and the number of persons who are likely to utilize the services of the occupation or profession?

Currently, there are approximately 3,000 manicurists licensed by the Board. We would expect an additional 3,200 manicurists to be licensed should this Bill be ratified. We are unable to estimate the number of consumers who utilize manicuring services in the State.

15. What kind of knowledge or experience does the public need to evaluate the services offered by the practitioner?

The manicurist license provides the proof needed by the public to ensure Board approved training and sanitation techniques are utilized by the license holder.

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16. Does the occupational group have an established code of ethics, a voluntary certification program, or other measures to ensure a minimum quality of service?

There is an established code of ethics within the manicuring profession. Ethics are an integral part of the manicuring school curriculum. Additionally, many manicurists are voluntarily involved in continuing education programs throughout the State. Topics for continuing education include manicuring techniques, sanitation, and safety.